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ABSTRACT

The issue of adult and continuing education in New Jersey has been examined as part of a Federal project (Project Next Step: Mutuality of Planning). National role, trends, and problems of adult and continuing education are summarized briefly in the first section while the next section includes a summary of the adult education programs in New Jersey. The planning team selected various potential target groups (functional illiterates, high school dropouts, immigrants and non-English speaking persons, adults 55 years old and older, unemployed, low income, migrant laborers, public offenders, handicapped, and the general adult population) and assessed the target groups according to definition, needs, current programs and expenditures, cost/impact, future trends, and political considerations. Charts of related data have been included following each target group. Approximately one-third of the report is devoted to an appendix (two papers that further examine definitions of adult education, various models being used in European countries, and future trends; a list of organizations with an interest in adult and continuing education, and a selected bibliography of literature). (EA)

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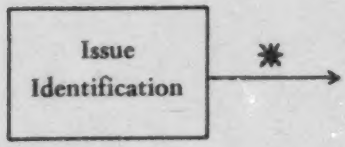
ADULT AND CONTINUING EDUCATION

Stage I



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ADULT AND CONTINUING EDUCATION

A Report Presented by

The Project Next Step Planning Team

to

Commissioner of Education

and

Division Heads

Stage I

Issue Identification

Project Next Step is funded by a grant from the U. S. Office of Education, Bureau of Elementary and Secondary Education and Bureau of Educationally Handicapped

State of New Jersey
Department of Education
225 West State Street
Trenton, New Jersey 08625

May 1973

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INTRODUCTION

The New Jersey Department of Education is participating in a five state federally funded program "Project Next Step: Mutuality of Planning". The purpose of the project is to design a model for coordinating department planning. To help develop this model, a policy group of Assistant Commissioners met and outlined a potential system for departmental planning. From the policy group's initial framework, a detailed planning model was developed.

This report on Adult and Continuing Education was prepared by a planning team composed of representatives of each division of the New Jersey Department of Education and coordinated by the Office of Planning. We submit this report in response to the request by the Commissioner and Assistant Commissioners that a proposed Departmental planning model be tested by examining the issue of Adult and Continuing Education.

The format of the report is as follows:

The first section briefly summarizes the Issue of Adult and Continuing Education; next is a summary of Adult and Continuing Education programs in New Jersey; the third section examines the various potential target groups; and fourth, an Appendix contains two papers which further examine definitions of adult education, various models being used in European countries, and a brief look at the future of Adult and Continuing Education. A list of organizations who have an interest in Adult and Continuing Education is provided; and, finally, a selected bibliography of Adult and Continuing Education Literature is included.

We hope this report provides sufficient information to illustrate the outcome of the proposed process and to facilitate Departmental decision-making related to this topic.

May 1973 The Planning Team

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THE ISSUE OF ADULT AND CONTINUING EDUCATION

Definition

About the only aspect of adult education upon which experts agree is its diversity. It is defined by the nature of the activity, by the program sponsor, or by an existing need. Today adult education is remedial, voluntary activity, "second chance", catch up and an assortment of make-up or leisure time activities.

Experts have proposed several concepts of adult education. One is to provide adults with the opportunity to advance as maturing individuals, with an appreciation of learning. Another stresses a concern with improving competance as workers, family members, self-renewing individuals and citizens, in addition to the remedial and second chance education emphasis.

It has been suggested that adult continuing education could replace the term "adult education" if it meant lifelong education. Continuing education could replace adult education if the pre-adult education which is continued includes more than formal schooling. The point has also been made that the methods and techniques employed in education of children are not, and should not be, the same as those employed in the education of adults.

Realistically, adult education refers to a more delimited area of social life, namely to those activities whose primary purpose is to educate. This leads to two important conclusions: (1) adult education is educational activity which takes place in an organized context and (2) whether the activity is defined as adult education depends on the purposes of the organizers of that activity. Leisure reading for self-education is not considered adult education, but the same books read in a Great Books Discussion group would be adult education. The purpose of adult

education is to inform. The content of the information can be anything; e.g., bridge or folk dancing with instruction would be adult educational activity.

The Role and Function of Adult Education in American Society

Adult Education's diversity and flexibility permits shifts in organization and content to meet the demand of the moment. Thus, adult education has been concerned with education made necessary by special occasions of societal dislocation. This has taken the form of citizen training for immigrants, and today is more likely to take the form of retraining for people who have lost jobs due to occupational obsolescence. A second function is remedial, especially for literacy or help in securing a high school diploma. A third function is the provision of on-the-job-training, and a fourth is duplication of instruction provided by formal educational institutions which a student may or may not have elected to take during his or her formal education. Fifth, adult education can provide purely vocational training and is equipped to quickly reflect the needs of the economy and job market in the community. Adult education also has a specialized competence in the provision of cultural materials. Finally, adult education provides instruction for special interests, such as religious instruction, hobbies, crafts, and special skills.

Another way of analyzing the role of adult and continuing education in American society is to ask the questions: How should Adult and Continuing Education (1) Provide "make-up" experiences and provisions for todays and tomorrows adults (the youth of yesterday and today) to place them more on a par with the current educational systems graduates and (2) Provide programs and services to accommodate unforeseen or unmet needs of the various populations that result from changing societal and economic conditions and demands?

Trends in Adult and Continuing Education

Enrollment in adult education programs throughout the country is increasing rapidly. Several societal and economic trends are contributing to the increase. One is the women's liberation movement, another is the changing patterns of academic credit, which is now including credit for certain types of work experiences, and a third is the inclusion of the disadvantaged in higher education programs. Another societal trend is the increasing alienation of the work force from present jobs. This may result in a basic redesign of jobs throughout business and industry, requiring massive worker retraining or "self-renewal" programs to provide job mobility or preparation for a second career.

In the future, it appears that there will be a merging of vocational and liberal education. Preparation for living in a rapidly changing world requires that people learn how to learn. This must be a major concern of adult educators.

The funding of adult education programs by the federal government is changing. In the future, programs may be combined for a more comprehensive approach.

Nation-Wide Problems in Adult and Continuing Education

1. There is a commitment to free education only through the secondary level. Adult education is a "pay-as-you-go" proposition. The "pay-as-you-go" philosophy which has prevailed in adult education so long, has inevitably led to curriculum emphasis on popular "bread and butter" courses for clientele who could afford to pay for them.
2. There is a need for personnel trained in the field of adult education on two levels. Adequate numbers of teachers with training in adult education must be secured. In addition, adult education directors must be trained in the development, planning, budgeting, and evaluation of

adult education activities.

3. There is a lack of unity and sense of direction on all levels of government. Information on this field is not readily available. In addition, there are no central policies or guidelines and no provisions for cooperative planning which would provide some sense of direction for federal activities in Adult and Continuing Education. The federal government's lack of commitment to adult education is evident in the fact that while a businessman can deduct as a legitimate expense the cost of entertaining, the cost of an educational program undertaken for one's own enjoyment cannot be deducted.

4. Currently there are problems with the coordination of adult education activities with those of Career Education and Community Education. Planning is difficult because there is a lack of reliable data concerning the scope and nature of activities in adult and continuing education. The multi-institutionality and program diversity which typify adult education makes the job of securing comparable data extremely difficult. Perhaps as a result, there is little legislation and few policies concerning adult education in New Jersey.

5. There is no coordination between state agencies in this field, and overall coordination and planning is in general absent. Where such planning exists at all, it is usually not comprehensive.

6. There is little federal or other money for research in adult education.

7. Some local programs have a low degree of comprehensiveness. Few guidelines exist as to what should be part of an adult and continuing education curriculum.

8. The state of the art is in an early stage of development. Quality controls and evaluation of existing programs need improvement.

9. There is a growing involvement of proprietary organizations in adult education. Little is known about the effect this is having on adult education enterprises. Existing guidelines and standards must be re-examined for possible gaps.

10. In adult vocational education, the problem is one of articulation. Coordination of course offerings provided by area vocational schools, technical institutes and community colleges is needed to eliminate overlap waste. Articulation between secondary and post-secondary school offerings is also necessary.

11. The occupational and educational needs of several specific groups in the state are not adequately being met. These groups include: the Spanish community, the migrant workers, and the handicapped adult.

12. The emphasis in New Jersey is local control. There is fragmentation of services in small LEAs and a lack of coordination of various agencies serving adults.

SUMMARY OF ADULT EDUCATION PROGRAMS IN NEW JERSEY

Adult Basic Education

Adult Basic Education is concerned with adults who have less than an eighth grade level of basic reading and computational skills. The A.B.E. program has an approximate enrollment of 14,840 persons (out of a potential 750,000) who receive basic literacy and related instruction totaling 100 to 120 hours per student. 82 districts and agencies in FY 1973 have A.B.E. programs.

Adult Learning Centers

Seventeen day-time centers with an enrollment of 6,600 have been established to provide full-time adult literacy education opportunities. These centers are engaged in literacy, high school, and home and family life education designed to prepare and familiarize adults for vocational and higher educational opportunities. These centers are established in conjunction with the Work Incentive Program of the New Jersey Department of Labor and funded jointly by Department of Labor (W.I.N.) and the Adult Education Act of 1966. WIN enrollees = 2500, Title III enrollees = 4100.

Adult Vocational/Technical Education

Adult Vocational/Technical Ed. programs serve those youth and adults who have entered the labor market and are in need of additional skills or retraining to achieve job stability or advancement. The criteria used for the funding of selected educational programs are based on manpower needs, unemployment factors, and available financial resources on the local level. There are 7,259 approved courses with an approximate 1972 (fiscal year) enrollment of 75,850 (a 100% increase over 1971 enrollments). Occupational areas include: Trade and Industrial, Technical Education, Health

Occupations, Business Education and Office Occupations, Agriculture, Home Economics and Consumer Ed, Apprenticeship Training, and Distributive Ed.

General Education

Under this category are all the various course offerings from algebra, estate planning, ecology, and black history, to decoupage, drama, ice skating, and chess. The variety is as unlimited as the varied interests of the population. Over 229,446 were enrolled in fifteen curricular areas.

Leadership Training

Forty-three communities took advantage of state funds for the salary of (up to $12,000 per year) an adult education director. In addition the Bureau of Adult and Continuing Ed. conducted leadership training round-tables and workshops throughout the year.

The preparation of teachers in A.B.E. is the responsibility of the four college Adult Resource Centers located at Glassboro, Jersey City, Montclair, and Newark State. These centers also provide research, materials and supportable services to local adult education directors.

Table 1: Summary of Services Rendered to School Districts

Resource Center	School Districts Served	Personnel Trained (Total)	Personnel Trained (Pre-Service)	Personnel Trained (In-Service)	Average Hours per Training Session	Average Hours per District
Glassboro	30	392	42	350	3	15
Jersey City	23	526	171	355	4	12
Montclair	19	653	103*	550*	3	19
Newark	21	839	135	704	3	12

*Includes personnel trained jointly with Jersey City.

Table 2: Summary of Services Rendered to Agencies

Resource Center	Cooperating Agencies Served	Personnel Trained (Total)	Personnel Trained (Pre-Service)	Personnel Trained (In-Service)	Average Hours Per Training Session	Average Hours Per Agency
Glassboro	35	239	176	63	3	11
Jersey City	20	192	43	149	3	4.5
Montclair	3	24	24	1	3	1
Newark	8	45	45	45	4	4

High School Equivalency

High School Equivalency instructional programs are conducted for those persons who want to apply for high school certification through the State's examination plans. Local school districts and private non-profit agencies are reimbursed for providing instruction in preparation for high school equivalency exams.

A 1972 survey of G.E.D. certificate holders interviewed 18 months after taking the exam, indicated that 17% changed to better jobs, 33% reported higher earnings, and 92% felt their confidence in their abilities had increased.

In 1970-71 approximately 22,000 (FY 1972 enrollment 22,600) were enrolled in a high school equivalency program. However, this number is a fraction of the potential 1,300,000 in New Jersey who need such instruction.

In the near future, an instructional program will be conducted on television Channel 52. Hopefully, a larger client group will be reached by this approach.

Evening School for the Foreign Born

This program provides English and citizenship training for

foreign born and English as a second language program to serve the Puerto Rican population.

Currently, there are more than 186,000 aliens in the State; 27,000 of that total having entered the State last year. Approximately 11,876 were enrolled in English Language and citizenship training in 1970-71. FY 1972 enrollment was 12,334.

NEW JERSEY STATE DEPARTMENT OF EDUCATION

Adult Education Programs

Division of Field Services

	Date Program legislated	Funding	Enrollment 1970-71	Enrollment 1971-72
*General Adult			200,615	220,446
High School Equivalency	1970 (State)	100%	22,000	22,600
English and Citizenship	1908 (State)	up to $5000	11,876	12,334
W.I.N.	1970 (Federal)	100%	2,008	2,500
Adult Basic Education	1964 (Federal)	90/10	14,944	14,840
*Not a legislated program local control		Total	251,443	272,720

Division of Vocational Education (Adult Voc/Tech)

1971	39,147	600	38	50/50 up to $10,000 per program funding
1972	75,850*	700	52	
	enrolled	programs	districts	

TARGET GROUP REPORTS

In a survey conducted in 1965, it was found that: "The adult education participant is just as often a woman as a man, is typically under forty, has completed high school or more, enjoys an above average income, works full-time and most often in a white-collar occupation, is married and has children, lives in an urbanized area, but more likely in a suburb than a large city, and is found in all parts of the country, but more frequently in the West than in other regions." (Johnstone, John, and Rivera, Ramon. Volunteers for Learning: A Study of the Educational Pursuits of American Adults. Chicago, Ill. Aldine, 1965, p.8)

The planning team has selected the following target groups in order to include those who are not typically adult education participants. These groups represent various segments of the adult population for whom an adult education program could be designed. These groups are not mutually exclusive, as one person could be a member of several target populations.

Each report assesses the target group in terms of the following:

1. A Definition of the target population is given.
2. The Needs, qualitative and quantitative, of the target population are are described.
3. Current Programs and Expenditures are listed. Where there are no current educational programs aimed specifically at the target population, a listing of other state and federal programs affecting the group is given.
4. The Cost/Impact of current programs is analyzed in terms of cost per person served. These figures are rough indices of program costs, and make no statement about the program effectiveness.

5. The impact of Future Trends on the target population is postulated.

6. Political Considerations are stated.

7. Other Considerations relating to the groups are mentioned where appropriate.

Following each target group report there are charts of related data.

FUNCTIONAL ILLITERATES

1. Definition - Adults 16 years of age or older, with less than eighth grade competency in communication and computational skills.

2. Need - There are potentially 750,000 adults in New Jersey with less than eighth grade competency in communication and computational skills. Adult Basic Education currently has an enrollment of about 15,000 persons or about 2% of the total. (Source: Bureau of Adult and Basic Education).

3. Expenditures:

		1973	1974
Adult Basic Education	(Federal)	$ 1,439,000	$ 1,439,000
	(State)	450,000	450,000
	(Local)	400,000	400,000

4. Cost-Impact - During FY 72, 11,138 students completed the program (100-120 hours of instruction per student) at a cost of approximately $ 130.00 per student.

5. Future Trends - Adult basic education was originally conceived as a program for educationally disadvantaged adults whose lack of basic communication and computational skills constitute a substantial impairment to their ability to gain initial or better employment (the economic ethic). There has been a continuous trend to expand the curriculum to include those basic, social, civic, economic, and preoccupational concepts necessary to adults who must function as parents, citizens, workers and consumers in a democratic and highly technological society. A second movement is to have basic education programs include secondary completion. Federal legislation (Title III,

P.L. 91-230) defines basic education in this fashion, but funds to carry out the intent of the act have never become available. From both these trends, it becomes obvious that the future holds the hope that Adult Basic Education will be both redefined in fact and broadened in scope.

6. Political Considerations - Federal legislation (Title III, P.L. 91-230) terminates June 30, 1973, although there is provision in the act for a one year extension. The President's Educational Revenue Sharing budget does not identify Adult Basic Education as a discrete program. To date, there is no State legislation or any indication of commitment of sufficient State funds to support a program which can assist a large percentage of New Jersey's Adult population.

HIGH SCHOOL DROPOUTS

1. Definition--Adults, 16 years of age and older, who do not have a high school diploma.

2. Need--There are approximately 2,300,000 adults in New Jersey who do not have a high school diploma. The High School Equivalency Program enrolls about 22,000 each year or less than 1% of the total. High School graduates have a greater likelihood of earning the state median income or higher than those without a diploma. (See Chart 1, page 19).

3. Expenditures:

		1973	1974
Department of Education High School Equivalency	(state)	$1,130,000	$1,130,000
	(local)	565,000	565,000

4. Cost/Impact--In 1972, the cost per student to the state was $80. Impact: A 1972 survey of graduates of the high school equivalency programs indicated that 17% had better jobs, a third had higher earnings, and most felt more confident in their abilities.

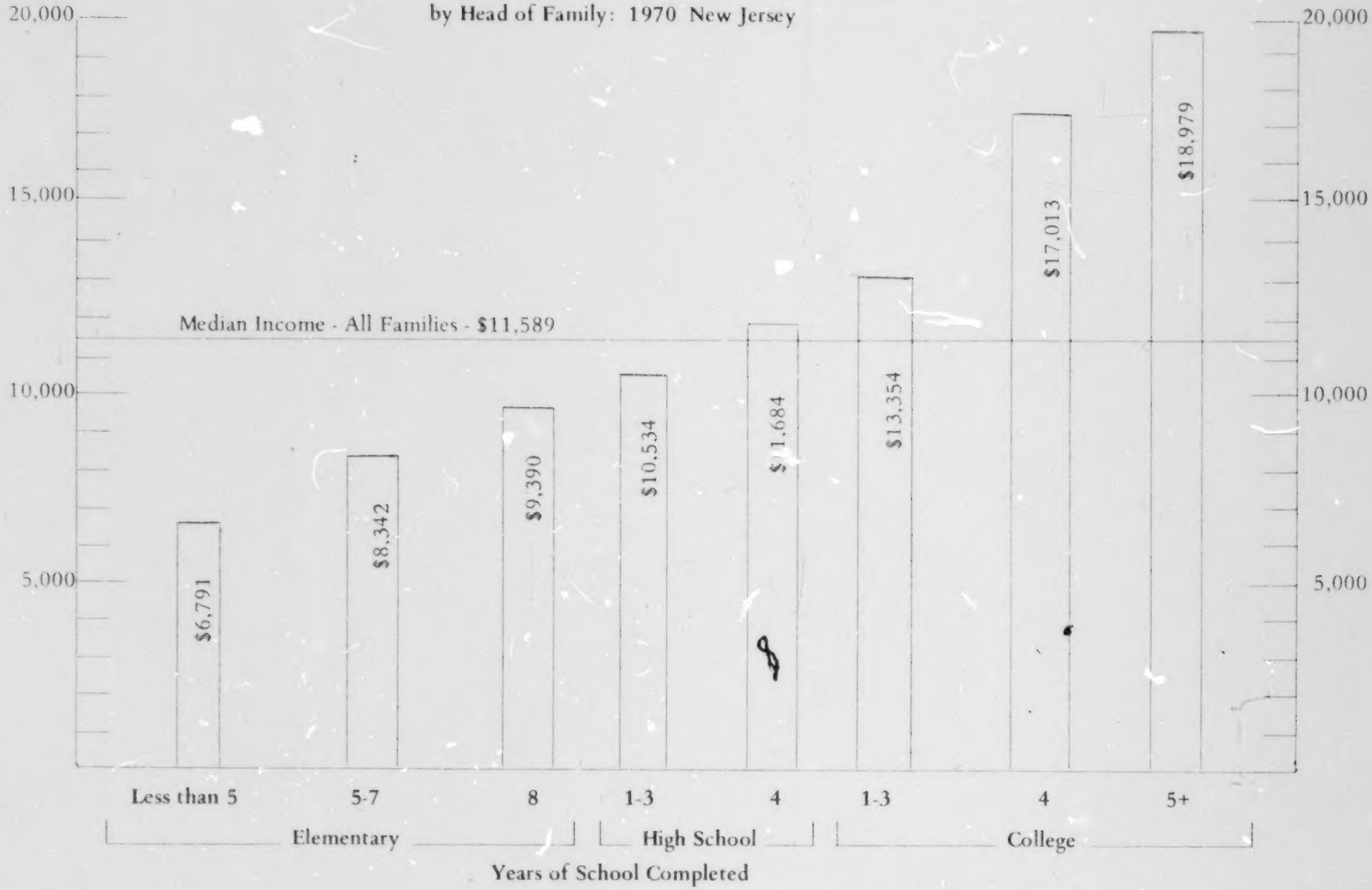
5. Future Trends--More students are completing their high school studies; however, the state dropout rate in 1970-71 was 2.71% or 18,000 students. In light of the number of people the program enrolls annually (See #2 above), it becomes obvious that the current level of programming fails to provide any real impact on reducing the number of New Jersey adults who do not possess a high school diploma. As indicated in the section on functional illiterates, there is movement to expand Federal commitment in adult education to include secondary completion.

6. Political Considerations--The total of New Jersey adults who do not have a high school diploma represents almost 50% of the state's adult population.

Yet, New Jersey's commitment to free education for these adults is very limited. In a state where the economy is based on a very high degree of industrialization and technology, this level of educational attainment in approximately half of the adult population is paradoxical.

Chart I

Income in 1969 of Families by Years of School Completed by Head of Family: 1970 New Jersey



Source – 1970 Census of Population: New Jersey, Detailed Characteristics

IMMIGRANTS AND NON-ENGLISH SPEAKING PERSONS

1. Definition--Immigrants, or aliens, are foreign born non-citizens living in the U.S.A. Currently, there are more than 150,000 aliens in New Jersey, 27,000 of whom entered the state last year. (Source: Div. of Field Services). Persons coming from Puerto Rico are not included in these figures. The 1970 Census reports 643,518 foreign-born persons in New Jersey, 542,974 of whom do not consider English their mother tongue. Of 310,476 persons of Spanish language (native and foreign born) in the State, 152,445 are of Puerto Rican birth or parentage, 96% of whom live in urban areas. (Source: U.S. Census of population: General Social and Economic Characteristics of New Jersey). The Census gives no indication of the proportion of these persons who do not speak English.

2. Needs--The ability to communicate in English is essential in modern American Society. To one who does not speak English, participation in all aspects of society is severely constricted. Job possibilities are greatly limited. And since most adult education programs are conducted in English, the non-English speaker has little hope of improving his education. For immigrants, a speaking knowledge of English is required for citizenship. Last year, approximately 70% of all immigrants entering New Jersey came from non-English speaking countries. (Source: Immigration and Naturalization Service). Of the approximately 400,000 people of Hispanic origin (predominantly Puerto Rican and Cuban) in New Jersey in 1972, about half had some deficiency in their English and about 100,000 people lacked certain basic English skills. (Source: Division of Curriculum and Instruction, Office of Hispanic Relations).

3. Current programs/expenditures--Although children receive basic English

instruction in school, there are very few programs for adults. Private language schools, such as Berlitz, provide some English instruction, but they are very expensive, thus not available to the average immigrant or Hispanic American. On a matching dollar-for-dollar basis, the state helped fund English language and citizenship training courses in local adult education programs. In FY 1971, there were 11,876 persons enrolled in such programs, and in FY 1972 the enrollment was 12,334. This program cost: (Source, Div. of Field Services).

FY	State	Local
1971	$96,000	$171,000
1972	96,800	213,000
1973	96,000	96,000 plus

4. Cost/Impact--In FY 1972 the program cost $23.50 per enrollee ($6.27 state and $17.26 local). In FY 1971, 7,294 persons were naturalized, at a cost to the state of approximately $13.00 each (based on a contribution of $96,000).

5. Future Trends -- Recent trends show a gradual rise in immigration over past decades. Thus, if immigration legislation remains unchanged, we can expect increasing numbers of enrollees in Naturalization programs. The number of Hispanic Americans is increasing and becoming concentrated in urban areas. The influx of Cuban refugees in recent years will continue to place demands on English-as-a-second-language programs, especially as their children become adults. From 1960 to 1970 the number of Puerto Ricans in New Jersey increased 145% (Source: U.S. Census). Trends indicate large increases in the future.

6. Other considerations--Puerto Rican and other Hispanic groups are becoming more organized and increasingly politically vocal. Relations

between Hispanic and other Americans are strained where there is no common language for communication. Also, the skills of immigrants go wasted until they gain a proficiency in English that allows them to get jobs that utilize their talents.

ADULTS -- 55 YEARS OLD AND OLDER

1. Definition--This group consists of those persons fifty-five years of age or older.

2. Needs--There are approximately 1,400,000 persons fifty-five years of age or older in the State of New Jersey (19% of the total New Jersey population--see Chart 2, page 27). Of these approximately 156,000 are receiving services through the Department of Community Affairs, Commission on Aging funded under the Federal Older Americans Act and a state aid fund for demonstration projects for the aging. There are also 5,000 persons sixty-five or older participating in Title III senior centers, 1,000 participating in Title III transportation projects, and 800 participating in Title III nutrition projects.

3. I & A Old Age Assistance--Effective January 1, 1974 the present Federal Title I (Old Age Assistance), X (Aid to the Blind), and XIV (Aid to the Disabled) are repealed and replaced by a new Title XVI, Supplemental Security Income for the Aged. The full impact of P.L. 92-603 (H.R.1) on case load and grant cannot be reasonably estimated at this time.

	Budget Revised FY 1973	Budget Estimate (a) FY 1974
Net Assistance Expenditures	$18,981,000	$20,370,000
State Funds Required	7,419,000	7,945,000
County Funds Required	2,473,000	2,648,000
Federal Funds Required	9,409,000	10,097,000

(a) does not include implementation of P.L. 92-603.

Department of Community Affairs - Aging Programs

	Budgeted FY 1973	Budget Estimate FY 1974
People in State 65+	744,009	760,377
People receiving services through aegis of State Office	153,300	156,673
Individuals 65+ participating in Title III Senior Centers	5,000	5,000
Individuals 65+ served by Title III Transportation Project	1,200	1,600
Individuals 65+ served daily by Title III Nutrition Projects	240	800
Dollars spent or committed/State	$125,375	$174,001

4. Cost/Impact--In FY 1974 the Old Age Assistance Program with a budget of $18,981,000 served 20,000 persons monthly for an average monthly grant of $82.00 per recipient. This is survival money only. There are few educational programs for this group.

5. Future Trends--Two current trends which appear likely to continue seem directly related to this target group. First, with advances in modern medicine there will be a natural increase in the size of this group. Additionally, the tendency toward earlier retirement will continue and further swell the ranks of the retirees. Some local districts offer free adult education tuition to this group. Retirement readiness programs are being developed. Programs to recycle their experiences into second careers should be considered. The proliferation

of retirement communities is increasing, offering a unique opportunity to develop a curriculum oriented to the needs of this group.

Chart 2.

PERSONS AGED 55 AND OVER

STATISTICS BY COUNTY

County	Persons aged 55+ in County	Percent of Total County population	Percent of State Total persons aged 55 +
Atlantic	48,114	27.5	3.5
Bergen	181,463	20.2	13.0
Burlington	39,274	12.2	2.8
Camden	83,816	18.4	6.0
Cape May	19,588	32.9	1.4
Cumberland	23,709	19.5	1.7
Essex	195,939	21.1	14.1
Gloucester	27,280	15.8	2.0
Hudson	138,496	22.7	10.0
Hunterdon	13,340	19.1	1.0
Mercer	59,372	19.5	4.3
Middlesex	81,849	14.0	5.9
Monmouth	83,004	18.1	6.0
Morris	58,807	15.3	4.2
Ocean	55,528	26.6	4.0
Passaic	94,995	20.6	6.8
Salem	11,639	19.3	0.8
Somerset	30,371	15.3	2.2
Sussex	13,787	17.8	1.0
Union	115,527	21.3	8.3
Warren	15,813	21.4	1.1
State Total	1,391,711	Percent of State Population 19.4	100.0

Source: U.S. Census of Population - 1970
New Jersey General Population Characteristics

UNEMPLOYED

1. Definition - Those people wanting a job but are not able to find one, and those persons who have a part-time job, but want to work full-time.

2. Need - In 1972 the unemployment rate for New Jersey was 7.0% of the labor force. (See Chart 3 - Annual Average Unemployment Rates - Page 32). However, this rate does not indicate the selectively high unemployment level of certain groups such as urban minorities, women and veterans (See Chart 4 - Page 44 - Unemployment Rates for Affirmative Action Target Groups). The unemployment statistics does not indicate if the unemployed are without jobs because they have no skills, have skills which are obsolete or oversupplied, or the unemployed are prevented from working in suitable jobs due to discrimination.

3. Programs and Expenditures:

Department of Labor and Industry	1973	1974
Unemployment Insurance (federal)	$ 17,812,967	$ 18,788,193
Employment Services (federal)	20,041,820	17,494,989

Workers are matched with job openings.

Employment Development Services (federal)	5,179,817	5,026,230

These services are institutional training, on-the-job training, job corps, residential manpower center and industrial training services. The activities are carried on by the local training and employment services offices.

Department of Education

Adult - Vocational-Technical Education

FY	State $	Federal $	Local $	Enrollment
71	784,810	200,000	4,200,000 x	36,600
72	1,016,512	200,000	4,583,016	75,850
73	1,200,000	200,000	5,103,962	100,000 x
74	1,613,315	200,000	4,937,300	125,000 x
75	2,000,000 x	200,000	5,554,800 x	150,000 x

x estimate

FY 72 - 54 funded school districts

FY 73 - 74 funded school districts

FY 74 - 90 funded school districts

Potential 250 school districts

M.D.T.A.

The Manpower Development and Training Act provides for occupational training, basic education, and counseling services for unemployed and underemployed persons. There are eleven multi-occupational skills centers in New Jersey. Since 1962, over 50,000 individuals have been trained.

W.I.N.

The Work Incentive Program is designed to provide occupational training, basic education through high school graduation and supportive services to A.F.D.C. welfare recipients. Since 1969, over 2,134 individuals have been referred for occupational training.

	FY 1974 Funding	1971-72 Enrollment
M.D.T.	$ 9,250,010	5,801
W.I.N.	1,000,000	577

(Source: Division of Vocational Education)

4. Cost-Impact - The W.I.N. and M.D.T. programs cost about $ 2,000 per person. Other training programs vary.
Though the initial investment per individual is high, the return is almost immediate. If these people can be re-employed, the savings in unemployment payments, welfare payments and loss of tax revenue will compensate for any expenditures for training and educational improvement.

5. Future Trends - It is difficult to predict the future unemployment trends since they are related to the fluctuating national economy. With job obsolescence and the increasing number of women entering the labor market who need job training or up-grading of skills, the need for programs for the unemployed will continue to be a critical concern for our society. (See Chart 5 Page 35).

New Jersey ranks 46th in size among the states and eighth in the total population. With only .002% of the nation's land area, New Jersey has 3.5% of its population. In the 1970 census, the state's population showed a ten year increase from 6,066,782 to 7,168,164. Seventeen of the twenty-one counties in New Jersey have a population of over 75,000; and among the nation's twelve most densely populated cities, eight are located in New Jersey. The state's population density has reached 915

persons per square mile, the highest in the nation. While some of the larger cities continue to show either a population decline or a decline in growth rate, the expansion of population in the surrounding suburban counties is enormous.

An analysis of the projected work force shows that by 1975, some significant changes will take place with major increases in the percentages of professional and technical workers, service workers, clerical occupations and government workers. There is expected to be a significant reduction in the percentage of laborers and a decrease in farmers and farm workers. (Source: 1973-74 N.J. State Plan for the Administration of Vocational Education, Part II, Annual and Long Range Program Plan Revisions).

6. Political Considerations - The Federal Affirmative Action Program is forcing agencies and businesses to hire women and minorities, so the past barriers to employment for many are being removed.

7. Other Considerations.

Day Care centers for women with children must be provided before an intensive program for training and employment can start. Transportation is a problem for urban minorities. Many jobs are now located in the suburban areas that are inaccessible without a car. Since little low-cost housing is available near suburban job centers, commutation is a problem for the urban unemployed.

CHART 3

ANNUAL AVERAGE UNEMPLOYMENT RATES

1968 - 1972

Statewide Total Principal Labor Areas	1968 Total Unemployment	1968 Rate of Unemployment	1972 Total Unemployment	1972 Rate of Unemployment
Atlantic City	4,400	5.6	6,300	7.5
Camden	14,200	4.9	27,500	8.3
Jersey City	15,700	5.3	24,500	8.6
Long Branch	7,200	5.0	12,100	7.4
Newark	35,800	4.1	59,300	6.5
Paterson-Clifton-Passaic	23,100	4.0	39,600	6.5
Perth Amboy-New Brunswick	13,300	4.6	23,000	6.8
Trenton	5,400	3.7	7,500	4.7
Vineland-Millville-Bridgeton	3,600	6.0	4,800	7.7
Other Labor Areas				
Flemington	1,000	4.3	1,900	7.4
Lakewood-Toms River	3,100	6.3	5,500	8.3
Newton	900	4.6	1,800	7.8
Phillipsburg	900	2.9	2,000	6.3
Ocean City-Wildwood-Cape May	2,200	10.1	3,100	11.6
Salem	1,300	4.9	1,600	5.2
State-wide Total		TOTAL	220,400	7.0

NOTE: Estimates are adjusted to 1971 benchmarks. Items may not add due to rounding. Rates based on work force figures instead of labor force figures.

SOURCE: New Jersey Division of Planning and Research, Manpower Statistics and Analysis, January 1973.

1. Preliminary figures.

UNEMPLOYMENT RATES FOR AFFIRMATIVE ACTION TARGET GROUPS [1]

1971

Chart 4

	UNEMPLOYMENT [2]							
	Total		Female		Minority		Female Minority	
County	Volume	Rate	Volume	Rate	Volume	Rate	Volume	Rate
Atlantic	6,150	7.6	2,650	8.5	1,600	10.7	800	11.0
Bergen	23,100	5.7	11,500	8.3	850	5.3	400	5.3
Burlington	7,400	7.4	3,450	10.0	1,300	15.0	800	19.0
Camden	12,500	7.6	5,800	10.2	2,500	19.6	1,300	14.3
Cape May	2,800	10.9	1,400	13.2	INA	INA	INA	INA
Cumberland	4,800	7.8	2,450	10.4	1,550	14.8	850	18.9
Essex	33,800	7.4	16,400	9.9	15,150	11.2	7,500	12.2
Gloucester	4,500	7.5	2,100	10.1	850	15.2	450	19.6
Hudson	26,050	9.0	12,300	13.0	4,350	12.9	2,100	16.1
Hunterdon	2,000	8.0	1,000	10.4	INA	INA	INA	INA
Mercer	7,650	5.0	3,4000	6.5	2,300	9.0	900	7.4
Middlesex	19,650	7.8	9,400	10.8	1,800	12.2	700	11.8
Monmouth	11,550	7.2	5,500	8.9	2,200	13.7	1,050	14.2
Morris	8,200	4.6	4,000	6.2	400	6.2	100	3.6
Ocean	5,250	8.4	2,350	10.2	350	13.2	100	9.1
Passaic	17,400	8.4	8,600	1 .9	4,000	14.5	1,850	15.4
Salem	1,750	5.8	800	9.6	INA	INA	INA	INA
Somerset	4,800	5.7	2,500	8.7	250	7.6	100	8.3
Sussex	1,700	7.5	750	8.7	0	0.0	0	0.0
Union	14,850	5.3	7,100	7.1	2,850	8.8	1,450	9.7
Warren	1,900	5.9	750	6.8	INA	INA	INA	INA
STATE TOTAL	217,800	7.0	104,200	9.4	42,300	11.3	20,450	12.3

1. Mandated by U.S. Dept. of Labor for concentrated training and employment efforts by Federal Contractors.
2. Unemployment estimates may deviate slightly from regularly published data in some instances because of rounding.

n.b. Rates computed from work force data which is based on jobs actually located in the State-as opposed to labor force data based on resident population. Rates not available prior to '71.

Source: New Jersey Division of Planning and Research Manpower Statistics and Analysis January, 1973.

Chart 5

EMPLOYMENT OPPORTUNITIES RELATED TO VOCATIONAL EDUCATION PROGRAMS

LABOR DEMANDS AND SUPPLY SUMMARY [1]

OE Code [2]	Instructional Program	Current Employment 1972 Annual Average	Projected Labor Demand [3]		Projected Labor Supply			
					Voc. Ed. Output		Other Sectors Output [4]	
			1974	1978	1974	1978	1974	1978
	TOTAL	2,423,792	113,056	140,543	49,163	52,552	25,647	32,615
01	Agriculture	116,342	2,142	2,131	433	476	155	300
04	Distribution & Marketing	305,399	16,113	16,940	4,130	4,543	360	500
07	Health Occupations	48,476	4,485	4,876	3,250	2,925	2,105	2,465
09	Home Economics	87,256	7,619	8,195	3,820	4,203	325	350
14	Office Occupations	707,747	45,572	48,530	24,500	26,950	11,969	14,140
16	Technical	79,985	5,633	5,920	4,390	3,951	2,372	3,245
17	Trade & Industry	1,078,587	51,492	53,951	8,640	9,504	8,361	11,615

1/ Data from Employment Service and from other sources.

2/ List in numerical o der by broad occupational category (2-digit code).

3/ Include total expansion and replacement needs.

4/ Sources of data include New Jersey MDTA, RAR, and WIN programs and private schools.

(Source: Division of Vocational Education)

Low Income

1. Definition--There are many definitions of low income. Using the 1970 U.S. Census, there are 170,198 families (10% of the N.J. total) with an income under $4,000 a year. The Department of Institutions and Agencies estimates the average monthly recipients of public welfare at 515,300. The 1970 U.S. Census lists 6.1% of the families as below poverty level (about $3,000 per year). (See Chart #6, page 40).

2. Needs--There is a high correlation between low income and low educational achievement. While the median school years completed for all income levels was 12.1, the median for families below poverty level was only 9.7. Though 6.1% of all families are below the poverty level according to the U.S. Census 1970, 12.7% are below poverty level in families where the head has less than eight years of schooling. As the educational level of the family head rises, the average family income also improves (see Chart 1, page 19).

3. Programs and Expenditures:

Department of Institutions and Agencies

The following programs are funded by state, federal, municipal and county funds. The general assistance is a program in which financial and other aid is given by municipal departments to needy persons, the allocation of expenditures being 75% state and 25% municipal. This money is for minimal survival and not for educational improvement.

Chart 1.

Institutions and Agencies	Actual FY 1972	Revised FY 1973	Department Estimates FY 1974
CATEGORICAL ASSISTANCE			
Average Monthly Recipients			
Old Age Assistance	19,412	20,000	22,000
Disability Assistance	16,802	20,000	23,800
Dependent Children Assistance.....	384,275	420,000	445,000
Blind Assistance.....	998	1,000	1,000
Families of the Working Poor Asst.	36,885	40,000	45,000
General Assistance	13,611	14,300	14,820
TOTAL	471,983	515,300	551,620
Average Monthly Grant			
Old Age Assistance	$82.46	$82.00	$80.00
Disability Assistance.....	$109.39	$112.00	$112.00
Dependent Children Assistance	$69.41	$71.00	$71.00
Blind Assistance.....	$97.61	$100.00	$100.00
Families of the Working Poor Asst.	$36.59	$37.00	$37.00
General Assistance.....	$135.00	$141.96	$148.37
State Total	$160,927,259	$175,184,000	$188,125,000
County Total	$ 48,380,671	$ 52,736,000	$ 56,589,000
Federal Total	$177,261,185	$191,675,000	$204,858,000
GRAND TOTAL	$392,286,495	$426,394,000	$456,996,000

I and A	FY 73	FY 74
Other federal programs are Cuban Refugee Assistance -		
Aides 10,000 persons/month		
Aid to resettled Cuban Refugees. 100% Federal	$15,418,000	$16,080,000
Food Stamps - (100% Federal) to increase the food purchasing power of low-income people. 84% of authorized households participate (343,775 persons per month). Average monthly value of coupons per person participating.	$32.00	$36.00

Community Affairs

The Division of Human Resources provides assistance to local governments, model cities, non-profit community improvement groups, community action and legal services in improving the quality of life for the State's poverty population. These programs include financial assistance to low-income families for down-payments on a home, housing inspection and code enforcement programs, model cities funding, Neighborhood Education Centers operated by our colleges to encourage and assist potential and actual high school dropouts to continue their education, and technical and financial assistance to develop demonstration programs to meet the needs of the State's poverty community.

EVALUATION DATA	Budgeted FY 1973	Department Estimate FY 1974
Human Resources		
Model Cities/Community Development		
Municipalities served	28	32
Projects developed	224	239
Dollars spent or committed (State Funds)	$177,728	$184,758
Youth Services		
Handicapped youth involved in special programs	2,000	2,500
Municipal Youth Guidance Councils established	50	60
Special summer programs	1,000	1,000
Dollars spent or committed (State Funds)	$ 50,746	$ 37,670
Urban Loan Authority		
Total loan dollars approved	$ 1,295,000	$ 2,250,000
Loans approved	28	45
Gross business receipts generated	$ 7,000,000	$14,000,000
Jobs established and sustained	730	1,460
Community Programs		
Agencies assisted	40	40
Persons served	297,879	304,810
Federal dollars attracted	$50,102,800	$55,113,080
Legal Services		
Agencies assisted	13	13
Counties covered	18	21
Cases closed	50,000	60,000
Federal dollars attracted	$ 3,050,000	$ 3,080,000

Housing		
Units required for low-and moderate-income families (annually)	60,000	60,000
Units generated by programs.....	12,200	14,600
Percent of need provided.....	20%	24%
Seed money loans and demonstration grants processed.....	50	56
Inspection		
Living units in State subject to inspection.....	928,000	944,000
Units inspected by State inspectors..	45,000	45,000
Units inspected by municipal inspectors.	104,000	144,000
Violations cited by State inspectors....	45,000	45,000
Violations cited by municipal inspectors.	117,000	162,000

Department of Higher Education

The Department of Higher Education has developed a system for the identification of potential college students from needy families and devised methods of recruiting them. To those who are educationally and financially disadvantage, the program provides funds for base support (tuition and student stipends). 12,187 students in 1973 were granted these opportunity grants and 13,180 are expected to be aided in FY 74.

4. Potential Cost/benefit Impact--It is difficult to estimate the costs for all these diverse programs; however, if welfare costs are examined exclusively, the following is evident. It costs $1,800 - $3,000 per family for minimal welfare survival per year. In some cases four generations of families have been on welfare so that the cost over four generations could well be over $400,000.[1] Though the initial cost to educate and train is high, the cost can be amortized in a very short

[1]Robert F. Weber, "Amortization Schedules in Human Growth and Development Investments-The Case for Social Mutation." Presented to the Governor's Developmenty Disabilities Council.

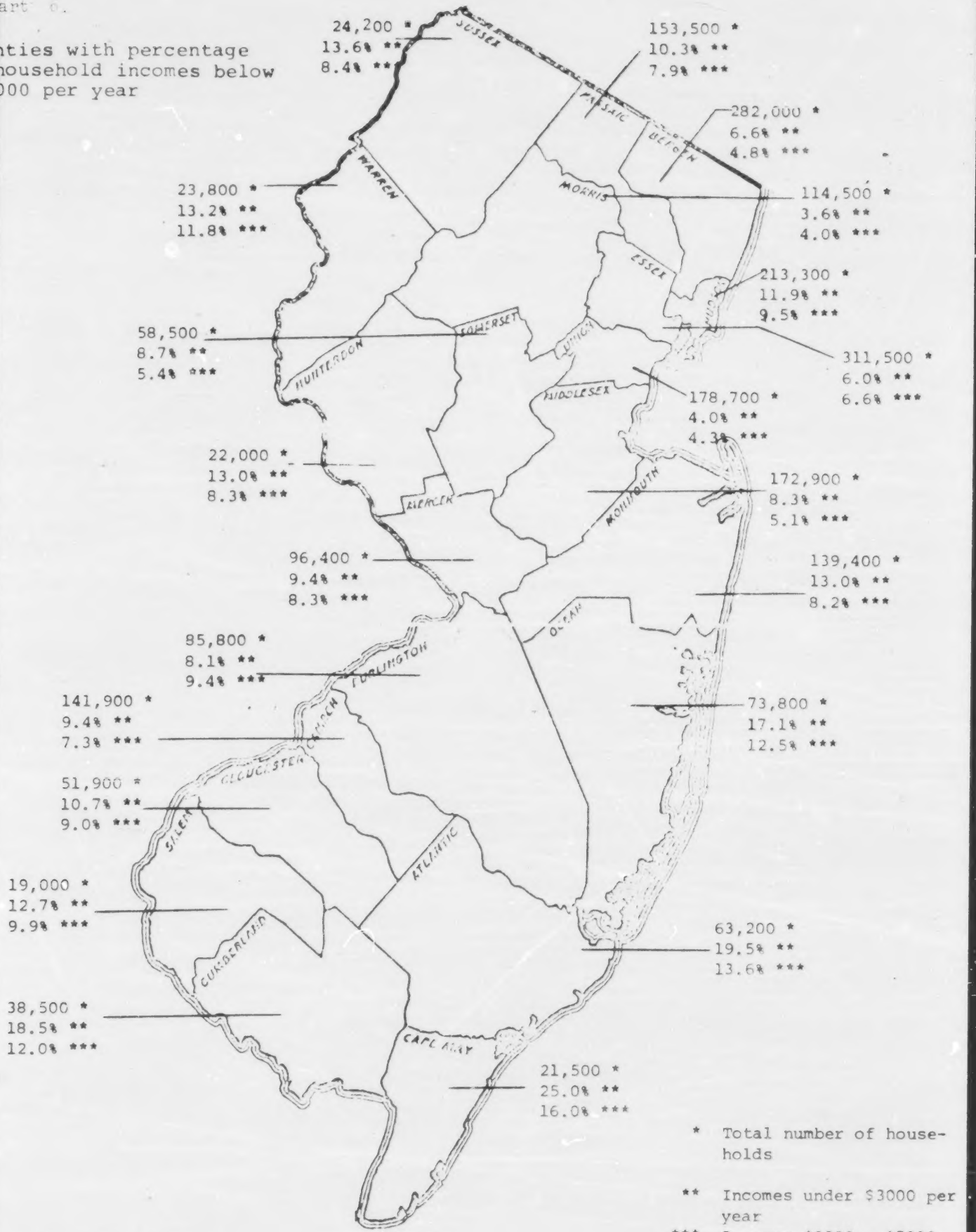
period of time. In the long run, educational and vocational programs which would lead to individual financial independence would have a great impact and pay off for our society. Obviously, this is a simplified analysis, but it bears further investigation.

5. Future Trends--The societal costs in terms of crime, drug problems, family disruptions, alcoholism, physical and mental illness, etc. are growing and will continue to grow if we maintain the status quo.

6. Politial Considerations--The current federal administration has cut many programs that are aiding the low-income group, thus the money from the federal government is dwindling. However, the need remains and will grow in the future if nothing is done, either by the state or local government, to allocate resources for the poverty programs. In recent years, welfare recipients and other low income groups have been organizing and have become more vocal in their demands for governmental services. As federal programs are terminated, the state may be asked to continue them.

art 6.

nties with percentage
household incomes below
000 per year



* Total number of households

** Incomes under $3000 per year

*** Incomes $3000 - $5000

Source: Div. of Voc. Ed.

MIGRANT LABORERS

1. Definition -- Migrant laborers are agricultural workers who move from farm to farm doing seasonal work. They generally live in camps on the farms where they work, although some migrants commute daily from the cities to the farms.

2. Needs -- There are approximately 13,000 migrants, both adults and children, living in farm labor camps in New Jersey (Source: Budget, State of N.J., Fiscal Year 1973-74). The Migrant Labor Bureau, Department of Labor and Industry, inspects each camp several times a year and registers all crew leaders and farm labor contractors. The Office of Migrant Education, Department of Education, runs summer educational programs for migrant children, pre-school to age 16. Grants are given to LEA's for bilingual, tutorial, and supporting services conducted as part of the regular school program. There are no state-wide educational programs aimed directly at adult migrants, although the Glassboro Project, which is federally funded, is designed to provide a full range of educational and community services to the entire family. This project is directed by the Glassboro School District, in cooperation with the SEA. The Migrant Education program served an eligible population of 6,700 out of which approximately 6,000 children are in school (Source: N.J. Budget, 73-74).

3. Program Expenditures -- Bureau of Migrant Labor

FY 1973: $ 342,167 (State); $ 6,156 (Federal)

FY 1974: $ 342,919 (State); $ 3,078 (Federal)

Office of Migrant Education

FY 1973: $ 45,000 (State); $ 1,770,392 (Federal)

FY 1974: ------ (State); $ 1,770,392 (Federal)

The Glassboro Project received $ 10,000 in FY 1973 (included in the Office of Migrant Education grant), but funding for FY 1974 has been put in doubt by federal budget cuts.

4. Cost Benefits/Impact -- In FY 1973 the Office of Migrant Education, with a budget of $ 1,815,292 placed 6,000 migrant children in schools. This breaks down to approximately $302 per child.

In the summer of 1972 the Glassboro Project served 80 migrants on a budget of $ 15,000, or $ 187.50 per person served. (Source: Office of Migrant Education). Using this figure as a guide, a state-wide program of projects similar to the Glassboro project would cost approximately $2.5 million.

5. Future Trends -- The increasing urbanization of New Jersey will cause a decline in the number of farm acres being worked, and mechanization is replacing many of the jobs once performed by human labor. Thus the number of migrant laborers can be expected to gradually decline, although this decline cannot be expected to have a great short-term impact on migrant conditions. This trend indicates, however, that an increasing number of migrants will become unemployed and need retraining in other jobs.

6. Political considerations -- The increasing activity of migrant leaders has caused the plight of migrants to be in the public spotlight recently. Labor unions are trying to organize migrants in New Jersey and other states. These unions are bringing more pressure to bear on politicians to improve the conditions of migrants. Boycotts have been organized against non-union products (grapes, lettuce, etc.). However, Farmers organizations are a strong lobby and are represented by a strong voting bloc in the legislature. Thus further programs for migrants may prove very controversial.

7. Other Considerations -- The transitory nature of the migrant worker's life makes it difficult to have any long term educational programs. Since most migrants live in private camps, it is difficult to provide educational facilities close to where they work and live. Many migrants are not New Jersey residents and are in the state only in the summer and early fall months.

Adult Migrant Labor Force

1972

County	#Camps	Maximum Workers Housed
Atlantic	105	1,416
Bergen	18	85
Burlington	51	441
Camden	44	888
Cape May	11	65
Cumberland	174	2,195
Essex	3	8
Gloucester	276	2,261
Hunterdon	7	43
Mercer	8	30
Middlesex	28	328
Monmouth	87	924
Morris	15	84
Ocean	8	59
Passaic	8	29
Salem	148	1,478
Somerset	5	18
Sussex	7	39
Union	7	23
Warren	17	114
Total	1,019	10,528

Source: Office of Migrant Labor

PUBLIC OFFENDERS

1. Definition--Public offenders include inmates in state and county correctional institutions (both convicted and awaiting trial) and persons on probation and parole.

2. There are approximately 6,500 inmates in the State Prison and Reformatory Complex. About 4,000 enter and about 4,000 leave the system every year. The average length of stay is 28 months, the median stay being 18 months in the prison system and 10 months in the reformatory system. There are over 45,000 inmates per year housed in the county system, where the maximum length of stay is one year. At the end of FY 72 there were 7,323 parolees under supervision. This is expected to grow to approximately 9,100 by the end of FY 73. (Source: Budget, State of N.J., Fiscal Year 1973-74). The recently created School District for Institutions has instituted several training and educational programs in the state system. At present there are 3,213 enrolled in these programs. The county system has few educational programs or vocational training.

   In the adult state system, 46% of the total 1970 admissions had less than a ninth grade education and only 9% had a high school diploma; the median reading level is 6th grade. In the youth correctional institutions, only 20% had a high school diploma or better, and 23% had less than an 8th grade education. (source: Division of Voc. Ed.

3. Program expenditures--

   State Institutions: (Institutional Treatment Program which includes educational programs, counseling and psychiatric are)

   FY 1973: $4,943,626 FY 1974: $5,294,000

   SLEPA Grants, FY 1973: State--$1,218,132. Local--$200,000

   School District for Institutions:

   FY 1973: $ 300,000 FY 1974: $1,300,000

4. Cost/Impact -- Studies have shown that when a convict is given educational and vocational training, and a job after leaving prison, the likelihood of him commiting another crime leading to reincarceration is considerably lower than if he received no training and must locate a job on his own. Thus, an educational program would have a great impact on the recidivism rate, and hence on the size of the inmate population. Since the cost of keeping a person in a state correctional institution is approximately $5,000 per inmate per year, a program that would lead to the reduction in the numbers of inmates could produce a great savings to the taxpayers.

5. Future Trends--The trend in recent years has been to sentence fewer convicted felons to prison terms; instead, alternatives to incarceration are being used. One would be to sentence a convicted person to vocational on-the-job training programs, or educational programs outside the prison facility. Their performance in these programs would be instrumental in determining whether they would retain their freedom and the promise of a job or be sentenced to a correctional institution.

6. Political considerations--The Governor and the State legislature are very concerned about prison reform. This concern has been heightened by riots in various institutions. Thus they are receptive to programs dealing with the prison population. However, the general population still views the main purpose of prisons to be punishment rather than rehabilitation. They are wary of additional programs for inmates.

7. Other considerations--Programs conducted within the prison walls are very costly since security and spacial limitations greatly add to the cost of any training program. Security is still the main consideration

for anything attempted in the prisons, so there is resistence to the installation of new educational programs within the institutions. Each week about 75 new inmates enter the prison system, thus it is difficult to maintain a traditional semester system. More flexible scheduling and individualized instructional materials are needed. Additional county prison systems could work more closely with community groups and local adult education directors to start educational programs within their facilities.

HANDICAPPED

1. Definition--There are a wide range of categories which are considered handicapped and needing special education services, these include: hard of hearing, learning disabled, speech impaired, blind, visually impaired, crippled, emotionally retarded, socially impaired, physically retarded, mentally ill, and mentally retarded.

2. Need--The Vocational Rehabilitation Commission estimates that there are over 600,000 handicapped adults in New Jersey (8% of the population). Each year the Vocational Rehabilitation Commission serves the vocational needs of 50,000 handicapped, rehabilitating about 10,000 (see chart 7 page 50).

3. Cost--The Vocational Rehabilitation Commission estimates an average cost of $1,500 per rehabilitation. The average annual income prior to rehabilitation is $565, while after rehabilitation the income will be $5,650, an increase of over $5,000. Within one year the cost to rehabilitate the individual is amortized.

4. Expenditures:

	1973	1974
Vocational Rehabilitation (90/10,85/15,80/20 Federal/State funding)	$14,907,889 (Federal)	$15,741,963
(state)	1,898,863	1,881,238

Department of Education
vocational programs
3 districts currently have programs for handicapped adults - Employment Orientation for Handicapped Adults

5. Future Trends--Community-based residential treatment centers will continue to replace large institutions for the retarded and mentally ill.

These centers emphasize educational and occupational rehabilitation rather than the custodial aspect. In some states new communities

populated with the handicapped are being established.

6. Political Feasibility--Since the Vocational Rehabilitation Act has been vetoed by the President, future funding is in doubt. This group is demanding more services from the government, but thus far they have a low priority for funding.

7. Other--The State School District for institutions is currently operating programs in the state prison system. The school district some time in the future will be given responsibility for administering educational programs in the schools for the mentally retarded and mentally ill. At that time, the Department of Education may assist in the planning and development of educational programs.

A wide range of services must be coordinated to serve the diverse needs of the handicapped. These services include job placement, health care, transportation.

Chart 7 Handicapped

Mentally Retarded

State Schools Resident Population 8,358 (FY 1972)

Mentally Ill

Resident Population in State Psychiatric Hospitals 7,266 (FY 1972)

Resident Population in County Psychiatric Hospitals 5,553 (FY 1972)

Drug Addicts 8,000 (1972-underestimated)

Alcoholics 150,000-300,000 (1970)

Blind and Visually Impaired 13,000 (1970)

Deaf and Hard of Hearing 8,000 (1970)

Expected Vs. Needed Program of the Rehabilitation Commission

Year	Total Disabled Age 17-64	Served by Commission	Est. Needing Services
1970	380,800	60,200	181,900
1975	420,400	88,700	200,700

Source: The Second Half Century: A Plan for Vocational Rehabilitation to 1975 and Beyond.

General Adult Population

1. Definition--This group includes all adults. In 1970 there were 4,777,221 persons (66.6% of the population) in New Jersey aged 18 or over (Source, U.S. Census-General Social and Economic Characteristics of New Jersey, 1970). General programs for this group run the entire gamut of adult education: vocational and technical studies, language studies, courses in housekeeping and home economics, health and family planning, crafts, hobbies, and recreational studies, academic studies (evening schools, etc.), and special interest studies (travel, etc.).

2. Needs--Except for those adults represented by the other target groups (handicapped, low income, etc.), to whom further education would be a definite social and economic advantage, adults generally seek continuing education for personal intellectual reasons. Thus it is difficult to quantify their need, except to say that it is a function of demand.

3. Programs and expenditures--The Department of Education funds the salaries, up to $12,000 a year, of adult education directors in LEA's.

FY	State	Local
1971	$500,000	$250,000
1972	450,000	225,000
1973	650,000	325,000
1974	800,000	400,000

4. Cost/Impact--The FY 1973 figure of $675,000 distributed over the 220,446 enrollments participating in adult programs, is approximately $3.00 per enrollment. In addition to publically financed programs, many proprietary

schools operate in New Jersey. (See chart 8 page 53).

5. Trends - Mounting numbers of social problems brought about by technological and economic changes, concomitant change in values and life styles, and the availability of more and more leisure time are indicative of the future need for more expansive efforts in community-based adult education. The Bureau of Adult and Continuing Education will continue to emphasize community education as a process for resolving many social problems.

6. Political Considerations - The commitment to education for the general adult population at the State level in comparison to need is minute; at the Federal level it is non-existing. Yet, in the final analysis, it is the adult who is responsible for the perservation of social and political order.

Chart

PROPRIETARY SCHOOLS

Statistical Data

	FY 1[illegible] (1970-71)	FY 1[illegible] (1971-72)
Private Trade and Technical Schools		
Number of Schools	62	62
Enrollment	6,145	6,250
Beauty Schools Approved for Veterans Training		
Number of Schools	33	37
Enrollment	1,808	1,877
Flight Schools Approved for Veterans Training		
Number of Schools	31	33
Enrollment (1)	702	1,708
Private Art Schools		
Number of Schools	10	3
Enrollment (2)	192	3
Private Music Schools		
Number of Schools	14	13
Enrollment (3)	200 est.	[illegible] est.
Private Business Schools		
Number of Schools	78	70
Enrollment	9,080	8,259
New Jersey Correspondence Schools		
Number of Schools	16	17
Enrollment	27,450	34,635
Out of State Correspondence Schools		
Number of Schools	54	51
No Enrollment Figures Available		
Total Schools (N.J. Schools Only)	244	3[illegible]
Total Enrollments (4)	48,570	5[illegible],892

(1) Enrollment information applies only to students in advanced flight training with an occupational goal. This is 40% of total enrollment.

(2) Enrollment information applies only to students in advanced courses with an occupational goal. This represents 20% of total enrollment.

(3) Enrollment information applies only to students enrolled in advanced courses with an occupational goal. This represents 10% of total enrollment.

(4) May represent some overlap, especially between correspondence and other proprietary schools.

Source: Bureau of Area Vocational-Technical and Private Schools, Division of Field Services.

APPENDIX

SOME REFLECTIONS ON DEFINING ADULT EDUCATION

Adult educators have been attempting for years to delineate what adult ed is and how it differs from other educational ventures. The difficulty is two-fold: (1) there is a tendency to define adult ed by what one feels it should be, rather than by what it actually is, and (2) adult education is so amorphous and diverse that it is difficult to define it precisely. The latter difficulty is illustrated if we examine adult education's clientele, subject matter, methods, techniques, programming and the types of orgarizations active in the field.

Potentially the clientele of adult ed is the entire adult population. This is the most diverse collection of people, especially in the United States which harbors so many ethnic and nationality strains.

The subject matter of adult education is also exceedingly diverse, encompassing such subjects as literacy training, professional and technical education, religion, personal development, speed reading, sewing, crafts, and the more liberal subjects such as literature, music and the arts.

Adult ed methods, also, evidence diversity. There is correspondence study, apprenticeship, on-the-job training, internship in classes, discussion groups, conferences, lecture series, and more complex forms such as community development. The techniques used include lectures, panels, forums, demonstrations, projects, discussions, programmed learning packets and teaching machines. The activity may extend over a few days or may continue over an extended period of time with changing program activities and a diversity of participants.

Many diverse organizations sponsor adult education activities. In addition to formally defined educational institutions, there are museums, libraries, in-

dustrial organizations, labor unions, professional societies, military establishments, hospitals, religious organizations, trade associations, state and local governments, prisons, and a host of political, charitable, social, civic, ethnic and other community organizations. While some of these consider adult education to be a central function of the establishment, the overwhelming majority utilize adult education as a means of achieving or advancing other goals. A unique characteristic of adult ed is that the majority of sponsored programs are organized by non-educational groups.

Historical Reflections

Adult ed arose out of the issues and problems of daily living. It represented a revolt against a static society, in which everyone was expected to know his place and to stay in it. It was stimulated by the industrial revolution which ushered in such great changes in society. During this time, the authority of tradition was the dominant motif of formal education, which was limited to a small elite segment of the population. In contrast, adult education arose to expand the educational opportunities of the mass of people who were called upon to assume new roles in the emerging industrial societies of the west.

While motives for promoting the education of adults were mixed, the important ones were the desire to achieve salvation, to transmit the knowledge and skills needed to assume new occupational roles emerging out of the industrial revolution, to promote social action, and to strengthen and extend the forces of democracy. In Britain and Denmark, the primary goal of adult education was the development of the individual as a human being, to assist him in becoming a more effective participant in society. The focus was non-vocational. In contrast, the American idea of adult education includes all forms of education for adults, such as vocational, remedial, recreational, liberal, technical, professional, religious and family life education.

If we examine adult education in America today, we are still faced with this ecletic and all-encompassing approach. Adult education covers virtually all areas of human existence where more knowledge and skill are needed to assume the adult social roles in the complexity of today's social world. The rise of the nuclear family has promoted the growth of home and family life education. The increasing interest in do-it-yourself activities, which can be partly traced to increased leisure and affluence, has stimulated an increase in programs relating to hobbies and recreational pursuits. The increasing importance of academic requirements for job promotions has led to the demand for programs giving certificates, degrees, and diplomas. Other areas of growth have been in religion; in personal development, which includes leadership training, physical fitness, and skills such as speed reading; and in public affairs and politics. While leisure, family, and work interests continue to dominate adult education programming, there also appears to be an increasing interest in liberal education for adults. Part of this movement may be a reaction against the growth of mass society, the increasing importance of technology, and a decreasing satisfaction from work, but this movement is also partly traceable to the fact America is becoming an urban and educated nation to whom the importance of a liberal education is presumably more apparent.

Defining Adult Education

All human activity can, at least potentially, have an educational function. Any social interaction, can have the function of educating its participants. All of life potentially informs, and if we were to define adult education in terms of function then we would have to include all of social life as part of adult education. More realistically, adult education refers to a more delimited area of social life, namely to those activities whose primary purpose is to educate. This clarification leads to two important conclusions: (1) adult ed is ed activity

which takes place in an organized context and (2) whether activity is defined as adult ed depends on the purposes of the organizers of that activity.

These conclusions enable us to understand why some activities, which are undertaken by adults for educational purposes, are ordinarily not counted as adult ed. Travelling in Europe may be educational, such travel is not counted as adult education except when undertaken as part of a systematic program of study under the auspices of a formal organization.

Reading may be undertaken for a great variety of reasons. Some leisure-time reading is done for the purpose of self-education. Yet, such reading is not included under the rubric of "adult ed". On the other hand, the same books read in a Great Books Discussion would be considered adult education activity. Private reading does not take place in an organized context, while reading for a Great Books group is an organized activity defined as educational by its organizers. These two examples refer to activities which are not defined as part of adult education, even though they may be engaged in by adults for educational purposes. Counterparts can easily be found. Also, though an activity may be officially considered to be part of adult ed, its participants may not be engaged in the activity for educational reasons. Many students enroll in formal ed institutions for social reasons, to be with friends, etc.

Current trends suggest a growth of systematic self-education under no organizational auspices, which would fall somewhere between the categories of private self-education vs. participation in organized adult ed. There is a growing market in what might be called "packaged self-education".

Education vs. Recreation or Entertainment

So far, we have placed a strong emphasis on the purposes of the organizations which organize and sponsor adult ed activity, and have said little about the content of such activities. All sorts of social activities are carried on in organizational contexts. What is the distinction between educational activities and

recreational activities or pure entertainment?

Since all activities are potentially educational there seems to be no restriction on the content of adult education activity. One basic character of education is to inform: the content of the information is, for our purposes, irrelevant. Instruction in bridge or in folk dancing could be included as an adult education activity, actually practising these pursuits without instruction would not.

The Connection Between Formal Education and Adult Education

The distinction between formal ed and adult ed is ambiguous today, and is likely to become even more ambiguous in the near future, because of three developments taking place in American society.

First, is the use of formal educational institutions as in-service training organizations for the professions. This is already a well-established procedure in the teaching profession, in which salary increases are sometimes tied to the teachers' enrollment in evening or summer courses at formal educational institutions. It may be an increasing trend in such professions as law, medicine, engineering, and business administration, in which knowledge and skills change rapidly so that the practitioner may "fall behind" without continuous formal training. In some instances, industry may organize its own in-service training programs and conduct its own classes, but utilize formal educational institutions as supplementary sources of training.

Second, development is increasing enrollment in junior colleges and much of this increase is in courses which give terminal training, such as autobobile mechanics, electronics, TV repair. Ordinarily such training would be considered part of adult ed or part of the vocational high school program, but increasingly training in the manual skilled trades is becoming part of the regular curriculum of formal ed institutions such as the junior college. To some extent, therefore, the junior

college is becoming the in-service training institution of the professions.

A third development is the creation by colleges and universities of special curricula for adults.

The Place of Adult Education in American Society

1. There is the implicit assumption that adult education is a marginal activity. This assumption takes the view that education is properly to be carried on by the formal education institutions, from elementary through higher ed. These institutions have traditionally had the function of preparing children for "life", that is for participation as adults in the affairs of the community and the nation. If the schools performed their job well, then their graduated would be properly prepared and would not require any further education. The formal educational institutions are thus regarded as the "legitimate" institutions in whom society has invested the function of prepartion of an education. Adult education has gradually and somewhat chaotically formed, without overall planning and in a decentralized fashion, to meet education contingencies as they arose.

The great strength of adult ed is this flexibility and decentralization. It can shift in organization and content to meet the demand of the moment, and can be conducted by a constituted organization. Indeed, much of the organized adult activity which we include under adult ed is carried on by non-educational organizations.

In contrast, formal educational institutions have heavy investments in capital goods and considerable pressures to teach specified subjects, and are not as flexible. Usually they will not undertake the teaching of subjects or new skills until it is clear that a majority, will find these new materials useful. In this sense, adult education is a testing ground for formal ed institutions.

2. There are many activities which are now conducted through adult ed which will remain under its province.

a. Adult ed has been concerned with ed made necessary by special occasions

of societal dislocation. In the past this took the form of providing citizenship training for large masses of immigrants; today, it is more likely to take the form of providing retraining for people who have lost jobs because of occupation obsolescence.

b. A second function is the remedial function. Instruction in literacy or help in securing a high school diploma were at one time of major importance in this area but with the increasing tendency of students to remain in school longer, this function may not be as necessary as it once was.

c. A third function is the provision of ed in connection with actual experience. This type of activity takes the form of on-the-job-training. Most jobs have special characteristics in addition to requiring a general ability, and additional training may be required to fit a person with general training to the specific job. The formal educational institutions often teach subjects without pointing out their vocational relevance. When this connection is not apparent, additional education is often required.

d. A fourth function is the duplication of instruction provided by the formal educational institutions. Much of the curriculum in high schools and colleges is elective and may be disregarded by students while they attend school. Their interest may change, and adult education provides the opportunity to gain systematic instruction in such "academic" subjects after they have terminated their formal education.

e. A fifth area in which adult education functions is the provision of purely vocational training. Although formal educational institutions teach vocational subjects, they may lag behind the needs of the economy which may change rapidly.

f. A sixth area, in which adult ed has a truly specilized competence, is the provision of cultural materials and the support of the values of education, learning, thinking, and reflection. Adults bring to their studies different ex-

periences and perspectives than the young. Adult ed has a special opportunity and responsibility to bring participants to an awareness of this fact and to foster a commitment to life-long learning of the greater realization of the individual as a human being and as a significant member of society.

g. Finally, adult ed provides instruction for special interests. In this area are to be found religious instruction, and courses in hobbies and crafts, special skills such as playing a musical instrument. In this area the flexibility of adult education is a great advantage, since almost any special information asked for by small groups of people can be provided without too much difficulty.

In summary, adult education is partly a duplication of instruction offered by the formal ed institutions, partly a remedial effort, partly a testing ground for formal ed, partly an emergency operation to handle special ed contingencies, partly a structure providing education in matters of primary interest to adults, and partly, a means by which special interests may receive instructional aid. Diversity is the major characteristic of adult ed, and is also the source of its great strength and special competence.

Research and Practical Implications

It would be useful to discover the forces or interests which motivate the people at the bottom, the people who participate, and the views they have about adult ed.

It would also be useful to investigate the relation between participation and the general life style of the participants. Where does adult ed fit into their lives and how is it related to their other activities?

In the future there will be a merging of vocational and liberal education. "Increasingly a premium must be placed not so much on what to think, but on how to think". Preparation for living in a rapidly changing world requires that people must learn how to learn, and increasingly adult educators will have to concern them-

selves with the design of educational programs that explore and develop the potential for intellectual, social, emotional, and aesthetic growth, and that contribute to the improvement of the individual as a human being, as a member of his society, and as a citizen of the world.

(Adapted from an article by Jack Lynch and Robert Lockert)

An Overview of Adult Education

Adult and Continuing Education, being a very broad and diverse field, has been the subject of numerous books, articles, and government publications. Thus a thorough literature search would be impractical within the scope of this report. This paper, therefore, will instead attempt, in a few pages, to give an overview of the concepts presented in the literature of adult education. It will look at the question of a definition of adult education, the state of the art as reflected by the achievements of other countries, and the future prospects of adult and continuing education.

1. Definitions

The governmental structure of the State of New Jersey provides for a dual approach to the education of adults: Education within the context of colleges and universities is the concern of the Department of Higher Education. All other facets of adult education are within the purview of the Department of Education. Hence, this paper will concern itself with the education of persons aged 16 years or older who have left the formal K-12 school system, except in the context of colleges and universities.

Legislation provides the definition of education of children. The form, and to a large extent the content, of education before the minimum school leaving age is controlled by governmental agencies. But once a person has left this formal school system, the nature of education is varied and not easily defined.

In the past, not much thought was given to defining adult education, for it served one of two simple, clean-cut functions: either intellectual self-improvement or remedial, "catch-up", activities which made up for deficiencies in the individual's formal education. But since the 1930's adult education has grown in scope and content, and the previous simplistic definitions no longer wholly apply.

In recent years educators have attempted to provide a comprehensive definition of adult education, with little agreement. The term "adult education" itself has been challenged, and several related alternatives provided. Among them: "continuing education," "post secondary education," "the seamless curriculum," and "education permanante" (a French term to be discussed below). In avoiding semantic arguments, this paper will use adult education and continuing education inter-changeably.

Several writers have provided varying definitions of adult education. It is useful here to list not the different definitions, but the categories on which these definitions are based.

Laymen tend to define adult education within the limits of their own immediate experience with it. Accordingly, adult education has erroneously been equated with the adult educational activities of the public schools, such as evening schools, or with specific program areas such as remedial or vocational-technical education. In modern times, adult education has a much broader scope than this.

One category of definition is definition by classification. Writers who use this approach focus their attention on the classification of current activities. Some define educational activity as one species of the class of all adult learning activity. Others define adult education

activity as part of the class of all educational activity. Both approaches involve at some point the differentiation of educational and non-educational as well as adult and non-adult.

A second category is that of definition by structure analysis. Through this type of definition, the functional parts of the structure of adult education are identified, described, and related to form a unified functional whole. The parts commonly isolated by writers are leadership, goals, content, processes, agencies, program areas, and clientele. In a diverse field such as adult education, such an analysis becomes very complex. Briefly:

The organizational leadership in adult education is provided by university graduate programs in adult education, governmental agencies (federal, state, and to some extent local,) private philanthropic organizations (foundations, etc.), and professional associations. Analysis of goals focus on two points - the benefit to the individual adult and the benefit to society of adult educational programs. The processes of adult education are composed of three general elements: the method of education (individual, group, or community), the technique (the relationship between the learner and the learning task), and the device (media, setting, etc.).

A description of the agencies includes not only those directly involved in adult education (schools, etc.), but also those indirectly related (libraries, churches, labor unions, etc.). Analysis of programs areas involves a description of the activities available, the target populations served, and the social role of the activities. The definition

of the clientele includes both those adults presently served and those potentially served.

A third category of definitions are those called definition by operational analysis. Such a definition would involve a description of the goals or purpose of adult education and the function of the various parts of the operation of adult education in achieving these goals.

For a further discussion of the definition of adult education, see "Some Reflections on Defining Adult Education." page 54

2. State of the Art

In recent decades, American society has undergone important changes, changes which, compared with past history, have been unsettlingly rapid. The traditional K-12 education has not always kept up with these changes and has thus produced adults not completely prepared to cope with them. The growth of the affluent society has created new occupational demands, and with them a reassessment of traditional education by its clientele, the people. There is a pervasive sentiment that education is not preparation for work. The relationship between educational attainment and income is changing, and schooling is no longer looked upon as the equivalent of education.

However, as society becomes increasingly complex, it demands of its members more education as a necessity for success. Thus societal failure occurs mainly in those segments of the population with the least educational opportunity: the poor, the unemployed, migrants, the handicapped, the non-English speaking, public offenders, those who have dropped out of the traditional educational system, and the elderly (those who went through the traditional system before many of the recent changes in society).

It is useful, at this function, to look at the countries of Western Europe, where industrialization has brought about similar changes in society, to see how they approach adult education.

An idea which is gaining internationally, largely through the efforts of UNESCO, is that of *education permanente*, or "lifelong learning." This term includes all forms of education and understands "adult" to mean all men and women no longer legally required to be in school. UNESCO defines *education permanente* as:

> The animating principle of the whole process of education, regarded as continuing throughout an individuals' life from his earliest childhood to the end of his days, and therefore calling for integrated organization. The necessary integration should be achieved both vertically, throughout the duration of life, and horizontally, to cover all the various aspects of the life of individuals and societies*

The Council of Europe and many of its member countries have adopted this permanent approach to adult education. Programs are subsidized by the government, including economic support for workers involved in the program and sometimes their families.

In Denmark, a system of "folk" high schools provides residential programs of full effort to persons over sixteen, courses running from two to six months. Academic courses are emphasized, with the focus on individual growth for social growth. But vocational and technical education and

*Report of the Third Session: International Committee for the Advancement of Adult Education. Paris: UNESCO/ED/210 (February 25, 1966). p.2

training and retraining are also an important factor. There are no entrance requirements and workers, though not their families, are paid a stipend. Denmark also provides evening schools and schools for management and industrial technologies.

In France, recent legislation provides programs for workers in occupational training and social advancement. Participating workers are given paid leaves of absence, up to one year, paid for by payroll taxes. The primary outcomes of the courses to be expected are advancement on the job and the changing of occupations. Of several experimental programs, an interesting one is that of the city of Nancy, which is similar to the Danish "folk" high school, with the addition that the community is actually involved in major decisions pertaining to curriculum, participants, and characteristics of the faculty.

In Germany, where the unemployment is high and there is a low dropout rate, the emphasis is on training and retraining. A worker may participate for as long as two years on a full time basis, receiving not only his education free of charge, but also on the average of 70% of his former wage within training. Other features are a job placement service, subsidy while job hunting, and hostels for relocation cases.

3. The Future of Adult Education

To meet the rapid social and economic changes that have taken place in America in recent years, traditional K-12 education has provided an imperfect response. This trend can be expected to continue in the near future. At best, traditional education will reform itself only to accommodate previous societal changes. Even assuming that the K-12 system responds adequately to meet changing needs, this response only affects those children in the system at the time. However, two thirds

of the population, the adults, would already have left the system and thus be uneffected by the change.

Thus the adults have not been educationally prepared to meet the societal changes their children are being taught to handle. The teaching of mathematics is a case to point. Recent technological advances have occasioned the "New Math" being taught to children. As a result, parents cannot understand the homework of their sixth-grade children.

The same is true for vocational training. The traditional education of today's adults did not prepare them for such jobs as computer programming, which is being taught in many high schools today. And there is no indication that vocational training in todays schools is preparing people for jobs one generation in the future. Future economic and social changes will necessitate adult education programs for the children of today.

A profound change in modern society is the growth of the public sector. Whereas in the past decisions were largely individual, and traditional education stressed individuality, today important decisions concerning every day life are made by large governmental agencies. Only the education of adults aimed at an understanding of these group decisions will avoid deepening alienation of people from their governmental authorities.

During the next decade, the meaning of "community" will continue to shift away from direct relationships of persons toward transactions of individuals through economic, political, religious, educational, and public service organizations. Individuals must be capable of performing in a community of organizations, each providing opportunities to receive goods, services, and cultural satisfactions. To provide minority groups with these

opportunities involves more than distributing benefits; it will also require, as in the black ghettoes of urban America, new structures as well as new skills. Adult education will play a crucial role in providing these structures and skills.

In the next several years, as the trend toward increased urbanization continues, adult educators will be called upon by host institutions and agencies and by national and local centers of governmental power, to outline strategy for applying the education of adults to critical urban issues. Continued anxiety over urban ills will result in all of education becoming more experimental and more willing to take risks. This is an especially acute need where adult education is concerned, because its traditional financing--basically a fee for service system--has allowed few if any funds for experimental and evaluation purposes. A readjustment will have to be made in the financing of adult education.

If it is true that the megalopolis will characterize human living in the future, the problem of access to educational opportunity, for all people, is among the challenges for the future. Such structures as have risen in the past decade will doubtlessly be continued, reviewed, and modified in the near future. Among the interesting prospects is that the adult educator will try his hand at creating a distinctly urban institution of continuing education, designed especially as a community institution to encourage adults to learn through independent study, group study, community participation, group problem solving, and the recreative and cultural arts.

The rapid development of media technology will constitute the leading opportunity for adult educators to establish revolutionary connections between the community and educational opportunities. Possibilities are

clearly visible: state-wide networks that give access to information available in many data banks; city-wide plans employing decentralized computer-assisted learning centers that would be available to any resident; a college-wide curriculum extended through computer access into the community, with the goal of creating a total information environment; a computer-based grievance center, giving citizens access to spokesmen of government --local, state and national.

As new opportunities are opened to people by the changes in our society, there should be an increasing demand for adult education. The trend in Europe, and increasingly in America, is to meet this demand by a permanent, life-long education, in which the education of a person does not stop when he leaves the traditional school system.

NOTE: Several of the ideas in this paper are adapted from articles in Handbook of Adult Education, ed. by Robert M. Smith, George F. Aker, and J.R. Kidd (London: Macmillan, 1970).

The description of European programs is adapted from Continuing Education as a National Capitol Investment, by Herbert E. Striner (Kalamazoo: W.E. Upjohn Institute for Employment Research, 1971)

Adult and Continuing Education

Interest Groups

National

National Association of Businessmen, Manufacturers

Jaycees

NAACP and Urban League

National Adult Educational Associations

Consumers Groups

Planned Parenthood

Migrant Workers Associations (United Farm Workers)

Farm Owners Associations

Senior Citizen Groups

Welfare and Other Low Income Lobbies

Labor Unions

Federal Agencies, ED. Labor, Health, HUD

Religious Organizations

College Associations

Women Groups-WEAL,NOW, Womens Political Caucus

World Future Society

New Jersey

State Agencies-ED, Higher Ed., L&I, I&A, Health,

Private proprietary schools

Religious Organizations

E.T.S.

Minority and ethnic orgainzations

NJEA/AFT

Adult community educators of New Jersey

Adult ED. directors in Colleges

Vocational high schools and districts

School boards association

YM(W)CA other recreational associations

Consumer groups

N.J..Women's political Caucus, New Jersey branches of women's groups

Senior citizens, migrants, handicapped, prison, minority,

A.A.E.N.J.

Local and County Vocational Ed. Groups

Interest Groups (Continued)

Vocational multi-skills centers

Media newspapers, and TV, Public Broadcasting, radio

Librarians and Libraries

Resource Centers

E.I.C. centers

Adult Ed. Directors, and Teachers

State Committees

State Board Adult Task Force

N.J. Advisory Council for Vocational Ed.

Task Force for Career Ed.

Governor's Advisory Council for Career Ed. and Economic

County and local Advisory committees on Adult Education

Adult Community Education Advisory Committee of N.J.

Governor's Commission on the Future

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